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ABSTRACT

This monograph considers the problem of low achievement in elementary and secondary schools among Hispanic youth (approximately 75% score below grade on CAP tests given after third grade and remain underachievers throughout their school careers) and makes recommendations for improving equity of education. The root of the problem of Hispanic underachievement is quite often a matter of school personnel having low expectations for their success, resulting in failure to provide effective educational experiences for them. Recommendations for elementary schools include: (1) Teachers and administrators should have high expectations of Hispanic students and assign them to classes and subgroups equitably. (2) Early admission kindergarten classes with high Hispanic enrollment should be implemented, using mastery learning techniques in reading, language arts, and mathematics; highly structured programs in reading and language arts; appropriate on-task activities for 80-90% of instructional time; assistance provided in the classroom, with extra or pull-out instruction available; and a frequent monitoring system for all students functioning below grade. (3) Parent involvement should be developed. Recommendations for secondary schools include: (1) high expectations; (2) counseling for students and parents; and (3) instructional and administrative leadership situations encouraging interaction between all participants. Recommendations for school boards and superintendents include: (1) establishing high standards for Hispanic students; (2) monitoring effectiveness of English language skills programs; (3) providing reward systems for schools reaching performance targets; (4) requiring schools to have clearly defined and publicized academic goals for school improvement each year; and (5) adopting policies of common core curriculum content for all students. Suggestions for intermediate service units and administrator preparation programs are also offered. The monograph includes extensive supporting demographic information. (CG)

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Toward Effective Education for Hispanic Youth:

A LEADERSHIP CHALLENGE

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Gerald A. Rosander, Superintendent of Schools

A MONOGRAPH

UD 024512

Toward Effective Education for Hispanic Youth:

A LEADERSHIP CHALLENGE

A MONOGRAPH

By
John H. Rodriguez

San Diego County Office of Education
6401 Linda Vista Road, San Diego, California 92111-7399

1985

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FOREWORD

The San Diego County Office of Education is pleased to present this monograph Toward Effective Education for Hispanic Youth: A Leadership Challenge. This publication outlines several problem areas regarding the education of Hispanics and offers recommendations to address these problems in four arenas: (1) elementary schools; (2) secondary schools; (3) school boards and superintendents; and (4) intermediate service units and administrator preparation programs. The recommendations are designed to improve the quality of education for Hispanics and simultaneously improve equity. Therein lies the challenge.

The majority of Hispanic students seem to be underachievers. Many educators, and others as well, mistakenly relate this problem solely to English language acquisition while ignoring other possible problem sources. The root of the problem of underachievement for Hispanic and other minority students is quite often a matter of low expectations for their success in school. Low expectations are held by some school people because the student comes from an economically disadvantaged home, or is limited or non-English speaking, or speaks nonstandard English, or is poorly groomed, or for other reasons which are not factors in school achievement.

Low expectations in and of themselves are not the malefactor. Rather, it's when such expectations inhibit teachers from being flexible, from being open to new data, from providing students with challenging and appropriate instructional experiences, from giving students deserved credit or praise, from providing equitable opportunities, from caring about the student's success in school, and from doing other things that are effective teaching practices. It is the student's negative response to such teacher behaviors which reinforces the teacher's low expectations and causes them to be self-fulfilling prophecies.

This monograph addresses the concerns regarding expectations and offers additional recommendations for the education of Hispanic youth. The recommendations are appropriate for other underachieving students as well and are for the most part derived from effective schools research and what we believe today to be elements essential to quality education.

The author of this monograph, John H. Rodriguez, is on detail to the San Diego County Office of Education from the U.S. Department of Education, Washington D.C., under the provisions of the Intergovernmental Personnel Act. Dr. Rodriguez brings to this effort several years of experience at both the local and federal levels as an administrator of education programs. This publication, however, has not been endorsed by the U.S. Department of Education and the opinions expressed herein do not necessarily reflect the position of the Education Department.

Grateful acknowledgment is given to Dr. Rene Cardenez, Associates Development, Arlington, Virginia, for his detailed comments on a working draft of the monograph. Special appreciation is also extended to the staff at the National Origin Desegregation Center, Institute for Cultural Pluralism, San Diego State University, for sharing data and recommendations. Thankful appreciation is also extended to several members of the San Diego County Office of Education staff for their comments and guidance.

Gerald A. Rosander
Superintendent of Schools

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TOWARD EFFECTIVE EDUCATION FOR HISPANIC YOUTH: A LEADERSHIP CHALLENGE

INTRODUCTION

> "Whereas desegregation and integration have been the central goals, providing quality education for all students is now paramount. Let us hope that equity and quality can be achieved simultaneously. This is a challenge...that cannot be met successfully by teachers alone."
>
> John I. Goodlad
> A Place Called School

The fundamental fact underlying this project is that the majority of California's Hispanic students appear to be receiving a lower quality of education than their Anglo counterparts. In San Diego County, Hispanic students are under-represented in desirable categories of education and over-represented in undesirable categories, e.g., under-represented in Gifted and Talented Education (GATE) programs and over-represented in dropout rates. Inferential estimates from the California Assessment Program (CAP) data is that about 75% of the Hispanic school population score below grade on CAP tests given at the end of third grade and remain underachievers throughout their school years (Appendix, Fig. 1). The achievement lag between the majority of Hispanics and Anglo students probably originates in preschool experiences and becomes greater in successive years of school.

Goodlad, in his study of schools in 13 communities across the U.S., found that Hispanics are disproportionately represented in special and remedial education classes by four or five times their ratio to the total school population. That same study also found blacks and Mexican-Americans to be disproportionately represented in vocational education courses. From his data, Goodlad concludes that Mexican-Americans more than Anglos were directed "...toward futures in lower class social and economic positions."

Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, in a New York Times supplement (11-11-84), stated, "Of special concern is the fact that black and Hispanic students are precisely those who have been least well served by public education." Achievement data for minorities in San Diego County seems to support Boyer's statement.

Even though the larger proportion of Hispanic students do not require limited English or non-English proficiency (LEP/NEP) instructional services, the educational problem of underachievement is mistakenly perceived by many educators and communities as being fundamentally related to English language acquisition. While the language dimension of the problem is significant, the larger problem probably has its roots in matters of equity and expectations for school success.

There is ample research to demonstrate that the expectations we hold for students are powerful variables in determining their success in school. School people and school boards apparently have not monitored the expectations held for Hispanic students as expectations for them seem to be lower than for Anglos; consequently, achievement for Hispanics is lower.

The educational enterprise, however, involves responsibilities for the family and community as well. They, too, must share the concern regarding expectations for success in school. Perhaps the expectations held by family more than school can be the determinant for success in school.

It is important here to make the distinction between aspirations and expectations. While it is said that Hispanic parents have high aspirations for their children, in reality many do not communicate high expectations to them. For example, a parent may hope their child will graduate from college with a professional degree. Yet, as an elementary school student, the child receives cues from the parent that they are not expected to do well in school through such statements as, "Well, I had trouble with reading also." Perhaps a better statement expressing high expectations might be to tell the child, "Yes, learning to read is sometimes hard, but I know you can do well."

> "Excellence without equity is a hollow prize,
> indeed; but so at least to our way of thinking,
> is equity that encourages only mediocrity." --
> Achievement Council (California)

With regard to equity, it is a fundamental fact that educational needs for Hispanic students as a whole have not been met and perhaps in most cases have not been understood. Assuming that most school people want to be fair in their treatment of students, some school policies and practices nevertheless mitigate against equity particularly in the methods used to group students for instruction within the classrooms and in tracking schemes. Both produce inequities in access to knowledge.

It is the thrust here to go beyond addressing the issue of equity. Hopefully the recommendations offered in this project will: (1) allow the high aspirations to be realized, (2) also enhance the quality of educational experiences for all students, and (3) contribute to the understanding of the needs of Hispanic students.

The consequences of failing to achieve effective quality education for Hispanics will significantly impact the economy. Projections for the Hispanic population in San Diego County show an increase from 14.8% in 1980 (275,177) to almost 25% in 1990 (623,000) (Appendix, Fig. 2). Hispanic school enrollments in San Diego County (Appendix, Fig. 3) will increase from 20.5% in 1981 to over 50% by the year 2000 (Environmental Scan Report). Couple these growth statistics with the fact that in 1984, 18% of the Hispanic work force was unemployed compared to the county rate of 5.9%, it can be projected that there will be proportionately less economic support to finance societal requirements.

Continued disproportionate representation of Hispanics in unemployment rates and in unskilled jobs (Appendix, Figs. 4-5) and a growing Hispanic population will create serious fiscal problems. For example, state income tax and sales tax revenues will undoubtedly be impacted by short falls. Welfare costs will increase as will Medi-Cal and other social services. While demand for housing will continue to grow, a larger proportion of the population will be Hispanic and under present circumstances will be less able to afford the available housing. It is clearly in the economic interest of the citizens in San Diego County to have aspirations for higher educational attainment levels for Hispanics than those found today. Higher educational attainment for Hispanics increases their chances of higher income levels; higher income levels for Hispanics increase the chances of a better economic situation for all citizens.

Before offering any recommendations, a word about what will work and what won't work. Compensatory education is a good analogy. For two decades the debate regarding the success of compensatory education (Title I/Chapter I) has continued. In some schools compensatory education projects have been outstanding successes, while in other schools the same program has not been any more effective for the educationally disadvantaged than the traditional school program. The same can be said for numerous other educational enterprises. It is, of course, the people who are engaged in the enterprise that make the difference between success and failure. It is the caring, the expectations, the expertise, the attitudes, the patterns of interpersonal transactions, the group norms, and other characteristics that permit an effectively designed educational program to come to fruition. So it will be with regard to these recommendations for the education of Hispanic students.

However, before proceeding it is important to define the area of concern. While reference is to Hispanic students, many of the recommendations are also valid for black students, native American students, Asian students, and educationally disadvantaged Anglo students. Hispanic is used to identify students who are of Spanish origin, including Mexican, Puerto Rican, Cuban, those from other Latin American countries, and those from Spain. In speaking of the education of Hispanics, this paper is referring to the total educational program offered by schools and not only to English language acquisition programs. It is assumed that acquisition of effective English language skills is of the highest educational priority for the limited or non-English proficient Hispanic student. However, effective English language skills are but a subset of the set of skills to be acquired in school by all categories of students.

The recommendations below have been derived from several sources. They include:

- A Place Called School by John I. Goodlad
- "Make Something Happen," a report by the National Commission on Secondary Schooling for Hispanics.
- "Elements of Effective Schools," San Diego County Office of Education.
- The evaluation of selected models of the National Follow-Through Program.
- "Operation Success: A College Preparatory Program for Minority Secondary School Students" (Title IV-C project, San Diego County Office of Education).

- Compensatory Education Programs that have met the rigor of the U.S. Department of Education's Joint Dissemination Review Panel.

- Exemplary practices in public schools in San Diego County and the Austin Independent School District, Austin, Texas.

The recommendations are offered under four headings: (1) Elementary Schools, (2) Secondary Schools, (3) School Boards and Superintendents, and (4) Intermediate Service Units and Administrator Preparation Programs. Some recommendations are found under more than one heading. In practice, the most powerful of the recommendations will be those which result as a consensus among parents, school people, and the community. (The basic strategy at the school and district levels, therefore, is to involve representatives from those groups and students, where appropriate, in a problem-solving experience where these and other options may be explored.) These recommendations are not intended to be exhaustive but rather should be perceived as useful ideas that have been successful in the education of Hispanics and other groups of students in a significant number of schools. Many schools have parts of the recommendations in place already, but what is needed for effective quality education is to bring more of the pieces together in such a way as to build a viable subsystem within the school.

RECOMMENDATIONS FOR ELEMENTARY SCHOOLS

1. High Expectations. Most educators will accept the fact that high expectations have a powerful influence on student achievement outcomes. Effective schools research and other related studies unanimously found high expectations for all to succeed to be a characteristic of effective schools. Unfortunately, it appears that parents, school people, and members of the community tend to have implicit expectations which are lower for Hispanic students' academic success than for their Anglo classmates.

   Organizationally, low expectations are implicitly communicated in such ways as in assigning students to low cluster groups, low tracks, or low achievement groups under the mistaken belief that structure will provide for individual differences. But such assignments turn out to be a self-fulfilling prophecy. Goodlad reported that students performing in the bottom group show up less well on indices of personal and social adjustment and are students most likely to have high expectations for further failure. He also found that in achievement/ability grouping the upper group experiences a richer curriculum than low or middle groups. But when heterogeneously grouped, such classes were more similar to high than to low track classes in teaching methods, what was studied, and teacher-student interactions.

   The practice of subgrouping within classrooms has a common sense appeal. However, the long-term effects were not anticipated or even acknowledged by most. The fact is that instead of meeting individual needs as intended, it more likely tends to decimate academic initiative among those assigned to low groups.

   High expectations are often diminished by what turn out to be temporal educational conditions, such as a slow beginning in learning to read, English language acquisition, or social maturation. High expectations for academic and social behavior are imperatives to effective education of Hispanic students.

   Effective education for Hispanic students demands the belief that all students have the capacity to succeed academically. The thrust of the recommendations below is to raise the aspirations of children by causing parents and school people to internalize the expectation that Hispanic students will be at least as successful in school as their Anglo counterparts.

   Recommendations:

   - Make the implicit expectations for Hispanic students congruent with the explicit expectation that all students can succeed academically.
   - Heterogeneously assign students to classes and balance the number of Hispanic students among classes.
   - Use techniques from mastery learning of large group instruction and small group peer or cross-age tutoring to avoid sustained membership in low achievement groups.

- o Provide staff with inservice in Teaching Expectations for Student Achievement (TESA).

- o Provide parent education programs on raising expectations and aspiration levels for their children.

- o Proportionately include Hispanic students in Gifted and Talented Education (GATE) programs.

2. Instruction. Effective instruction, of course, includes several elements in addition to high expectations. Federal education program evaluations for the educationally disadvantaged have amply demonstrated that highly structured programs in reading and language arts (e.g., the University of Kansas and the University of Oregon Follow Through Models) have a better success record than basal text programs. Such programs have the expectation that all students will be successful, use a core curriculum, and expect that students will master a set of skills before proceeding to the next skill level (elements of mastery learning). Additionally, an important element of effective instruction is that of "time-on-task." For example, the University of Oregon Follow Through Model requires that when a student is absent, the teacher "double-up" the lessons until they are made up. Effective mathematics programs also contain the same elements. Oral language practice in the language arts and in mathematics (math concepts, story problems, logic, etc.), while recommended for all students, has extra importance for Hispanic students acquiring a second language. Proficiency, of course, comes with practice in all skill areas.

   The element of time-on-task assumes that time is used by students engaged in appropriate tasks which is too often not the case. What happens to some children who are assigned to the low group is that they spend a great deal of their allotted instructional time on tasks inappropriate to their learning style. For example, the instructional mode for the low group is often a "watered down" version of the instruction given to the top group instead of one designed to meet their learning needs. In other cases, what is needed by those students whose response timé, reading rate, and writing speed are simply slower than average is added instructional time or added practice.

   Preschool programs which emphasize language experiences would be very beneficial to Hispanic preschoolers. Head Start and other preschool programs have unquestionably demonstrated their value. While such programs are expensive and may not be available, in California the Early Admissions Kindergarten (EAK) Program can be offered to children who have become five years of age after the cut-off date for current year kindergarten eligibilty. EAK classes, briefly described, are to give youngsters three semesters of kindergarten with classes beginning with the second semester. Such is financed in California by including in the March ADA count the number of five-year-olds in the EAK classes.

Recommendations:

- o Establish Early Admission Kindergarten (EAK) classes in schools with large Hispanic enrollments. (EAK classes receive state funding for ADA count of five-year-olds.)

- o In grades K-6, instruction should emphasize mastery learning techniques in reading, language arts (oral and written), and mathematics.

- o In grades K-4, reading and language arts instruction should be highly structured and have expectations that all will succeed.

- o In grades 4-6, emphasize vocabulary development, vocabulary usage, and inferential reading.

- o Math instruction should include emphasis on manipulatives, graphic illustrations of concepts (iconic mode), shifting between iconic and abstract modes, and much oral discussion about concepts and word problems.

- o Students should be engaged in appropriate on-task activities for 80-90% of the allotted instructional time.

- o Preferably, assistance for LEP/NEP students should be an integral part of the within classroom program; however, if assistance is provided on a pull-out basis, it should occur at times which are not in conflict with classroom instruction in language arts, math, or reading.

- o Provide for extra tutorial and study sessions (e.g. Saturdays, inter-sessions, before and after school, etc.) for students who need additional time-on-task.

- o Establish a system for monitoring student progress for all students functioning below grade, charting performance on a weekly basis in terms of grade level performance standards.

3. Parent Involvement. Under current conditions in most schools it is apparent that the present system is not reliable in providing effective education for Hispanic students. It is possible to overcome part of this systemic deficit by strengthening the role of the parent in the partnership of teaching and learning. Parents must become co-educators with the teachers of their children, sharing in every dimension of the educative process. For nearly two decades elementary schools in California participating in a variety of state and federal programs have been required to have some form of parent participation in the program. Follow Through, Early Childhood Education, and the School Improvement Program (SIP) have typically had parents participating in classrooms as well as in other parent involvement components. The evidence is that when properly implemented, parent involvement in the instructional program tends to improve student performance. The National Commission on Secondary Schooling for Hispanics found that family involvement with schools improved the performance of Hispanic students. Parent involvement for Hispanic parents, as with others, facilitates communication between home and school, gives parents an opportunity to express their views about the education of their children, tends to increase expectations for success in school and school attendance, and promotes other desirable outcomes.

Head Start, as well as the Brookline Project, has demonstrated that parent education at the preschool level has had dramatic impact on student success in early school years. Schools could easily expand their parent education efforts to include parents of preschoolers. Parents could then develop early ties with the school as well as a better understanding of the school program their children will experience.

Recommendations:

- o In schools with Site Councils or other types of parent advisory councils, ensure that Hispanic parents are proportionately represented.
- o Principals should recruit Hispanic parents to participate in parent organizations.
- o Establish an Hispanic Parents Club including parents of preschoolers for the purpose of parent education in developing parents as co-educators.
- o Parent education could focus on techniques for helping students with homework, building experiential background, building positive expectations, developing techniques for providing emotional support for school endeavors, acquainting parents with college/university campuses and requirements, etc.
- o Provide opportunities for parents to become directly involved in the instructional program at school serving as volunteer aides.
- o Inasmuch as Hispanic parents are not a homogeneous group, school leaders should deferentially respect their attitudes and purposes regarding school involvement.

RECOMMENDATIONS FOR SECONDARY SCHOOLS

1. High Expectations. There is ample evidence to show that the expectations held for a student have a powerful influence on achievement outcomes. Expectations are communicated in many ways. Schools implicitly communicate high or low levels of expectations they hold for students through organizational practices and procedures such as ability grouping and tracking. Ability grouping, a form of tracking, is used in some secondary schools under the mistaken belief that it facilitates instruction. What it does is communicate to all that low groups are not expected to achieve as well as others. In addition to low achievement, Goodlad points out that such grouping also leads to a differentiation of the instructional program so that lower tracks do not get the same curriculum content or quality of instruction as the top track; causes students in lower tracks to develop perceptions of low self-esteem; and causes higher dropout rates and delinquency among students in lower tracks. Unfortunately, not only do such organizational practices continue in some secondary schools but Hispanics and other minorities are over-represented in the lower track classes.

   Another common form of tracking which has the same impact as ability grouping is through assigning some students to academic tracks and others to vocational education tracks without academic emphasis. Goodlad reports from A Study of Schooling, which involved schools in 13 communities, that Hispanic students were disproportionately represented in vocational education. Further analysis of the type of vocational education classes showed Hispanics to be over-represented in lower skill classes. Such class assignments reflect the low expectations held for Hispanic students. Effective schools research and other studies unanimously include high expectations for all students as one of the characteristics of effective schools. Implicit expectations communicated through organizational practices, i.e., grouping, class assignments, etc., must be congruent with the explicit high expectation that all students can succeed academically.

   Recommendations:

   - o Eliminate ability or achievement tracking.
   - o Maintain high achievement standards in all classes.
   - o Provide staff development and parent education programs in raising expectations for students achieving and remaining in school.
   - o Arrange seminars for parents of Hispanic students on college/university campuses so they may become acquainted with college life.

2. Counseling. Throughout the nation, Hispanics are a disproportionately large percentage of school leavers (dropouts) (Appendix, Fig. 6-7). This dropout problem is one of great concern to many school counselors, administrators, and local and national Hispanic groups. The National Commission on Secondary Schooling for Hispanics found that an effective approach to keep many Hispanics from leaving school was to offer a program of "part-time employment." Such programs tend to keep students in school, maintain and improve grades, and to introduce students to the world of real work and to career options.

Goodlad found disproportionately large percentages of Hispanics enrolled in courses preparatory to low-level occupations. The Goodlad data shows that Hispanics more than Anglos are directed, presumably by counselors/ administrators, toward futures in lower-class social economic positions.

The implications of these data are further reflected in data relative to the disproportionately lower percentage of Hispanics receiving B.A.'s and advanced degrees (Appendix, Figs. 8-9). Such need not be the case. Projects such as Operation Success: A College Preparatory Program for Minority Secondary School Students (Title IV-C, San Diego County) and AVID of Clairemont High School (San Diego Unified) have demonstrated over time that appropriate counseling and tutorial assistance significantly increase Hispanic and other minorities enrollments in colleges and universities. Along with these projects and findings of Goodlad and the National Commission on Secondary Schooling for Hispanics, a highly significant characteristic of effective schools that really mattered for Hispanics, and likely for <u>all</u> students, is the quality of caring. Counselors, teachers, and administrators are the ones who bring this quality to a school. They are also the ones who can create and maintain strong linkages with home and community that involve parents in the partnership of teaching and learning. It is acknowledged that secondary school counselors almost universally have outrageously larger case-loads than can be dealt with adequately, but the quality of caring is not in how much is done, it is in how and what is done.

The quality of caring will not necessarily be enhanced by additional funding. For example, the program component of tutoring mentioned above can be offered through cross-age teaching, peer teaching, or volunteer parent tutoring programs which are very cost effective. Such programs demonstrate a high degree of caring, require minimal funds, and cause more people to benefit from becoming involved in the educational process. (In cross-age and peer tutoring, both the tutor and student benefit.) The continuity of adult caring seems to be a powerful variable in successful schools for Hispanics.

Another cost effective means of expanding counseling services in a school is by establishing peer counseling supervised by the school counselor. The peer counseling program is a student support system, sponsored and supervised by the school counselors, whereby eligible students sign up for the program as peer counselor to help other students and earn credit for their time as with the school office assistants program. Peer counselors can assist other students with various day-to-day problems from homework to peer and student-teacher relationships.

Recommendations:

- o Provide student support systems including tutorial assistance programs (e.g., cross-age and peer tutoring) and a peer counseling program.
- o Organize and sponsor student study groups to assist with homework.
- o Provide parent education programs through group counseling which emphasize the partnership between home and school in teaching and learning including assistance techniques.
- o Provide parents of Hispanic students with guidance on college entrance requirements before students are scheduled for ninth grade classes.

- o Assure that Hispanic students are not over-represented in low-level occupation vocational education classes or in school's vocational education program.

- o Offer as an alternative to Hispanic students who are potential school leavers part-time employment through work-experience or work-study programs which involve the business community.

- o Career planning, typically offered in high school, would be more appropriately offered before students begin ninth grade.

3. Administration. Instructional and administrative leadership, a safe and orderly environment, home-school relations, and what Goodlad calls, "academic ambience" have been found to be characteristics of effective schools. To effect the recommendations above, it will require competent instructional and administrative leadership. Community School experiences show that when parents, students, and school staffs have learned the techniques of group problem-solving and working together, they can be a powerful resource for administrators in defining needs, identifying resources, and developing programs that will help students be successful in school. Greater support for problem-solving efforts is possible when problems are viewed from the perspective of the community rather than the perspective of the school administrator. Additionally, bringing the family and school together has been demonstrated to be in itself a forceful action in providing support for individual students to remain in school. Hispanic students will succeed academically when high standards are coupled with an extraordinary degree of commitment and support from home, school, and community.

   Recommendations:

   - o Create ethnically representative work groups composed of students, parents, staff, and community members and train them in defining needs and school problems, how to solve problems and generate viable solutions, and how to identify and obtain useful resources.

   - o Create mechanisms for involving parents in the partnership of teaching and learning.

   - o Increase the number of Hispanic teachers, counselors, and administrators to proportionate levels in schools with significant enrollments of Hispanic students.

   - o Establish an Hispanic Parents Club for the purpose of developing parents as co-educators and as a support system for Hispanic parents.

   - o Demand high standards for achievement in all classes.

   - o Use Hispanic professionals from the community as role models and in interactive programs with students (e.g., volunteer tutoring, work-study programs, etc.)

   - o Encourage Hispanic student organizations to offer scholarships for Hispanic students at prestigious institutions such as Harvard, Stanford, U.C., etc.

   - o Create mechanisms for support and encouragement of Hispanic students in their academic endeavors.

4. Instruction. Engaged time-on-task and efficient use of instructional time are factors as critical for effective secondary schools as for elementary schools. Goodlad found a wide variation in both times allocated and percentage of time for instruction among schools. School averages for the range in percentage of time for instruction was from 69 to 87 in junior highs and from 68 to 84 in senior high schools; the average being 77% and 76% respectively. Further, it is not uncommon to find high schools which have significant enrollments of minorities to place less emphasis on academic instruction and to allocate a larger than average proportion of teachers to vocational education. The High School and Beyond Study conducted by NCES showed that by the senior year Hispanics took the least number of academic subjects than did any other group. It was suggested that a persuasive reason Hispanics did less well on standardized tests in high school is because they do not take enough basic academic courses. Finally, the National Council on Secondary Schooling for Hispanics makes two additional points regarding instruction. First, Hispanic education is best served with a core curriculum for all students with clearly defined academic content. Second, there is solid evidence that Hispanics recognize the importance in being proficient in English language skills.

Recommendations:

- o Provide effective programs in acquiring English language skills.
- o Increase engaged instructional time to a range of 80% to 90%.
- o Increase emphasis on academic ambience by allocating 60% to 70% of teachers to academic areas (English, mathematics, science, social studies, and foreign language.)
- o Develop a core curriculum for all students.

RECOMMENDATIONS FOR SCHOOL BOARDS AND SUPERINTENDENTS

Teachers and principals are the people primarily responsible in a school for providing students with quality education. However, they too need support systems, resources, endorsements in the form of policy statements, and enforceable policies to operationalize school programs. School boards, of course, are responsible for policies, resource allocation, and setting standards for student performance. Additionally, the California State Department of Education has developed an accountability plan which utilizes quality indicators to measure the progress of schools toward predetermined targets of student performance. Using these same quality indicators and individual performance reports that the State of California will require each school to send to the district office, a unique opportunity is provided to establish performance targets for Hispanic students and a means of monitoring that progress. The only additional requirement for the school to put such a system in place will be to submit the already required data by ethnic code.

The targets for equity should be to have no significant variations of performance on quality indicators among ethnic or racial groups. The targets to improve quality should be the established statewide targets for percent scoring above the third quartile on CAP testing in reading and math. Also, at least the same targets as statewide target levels for such quality indicators as course enrollments, performance of college-bound students, dropout/attendance, and others.

Another matter to be addressed by superintendents and school boards in San Diego County is the presence of Hispanic professionals in schools. Less than 8% of elementary teachers, 6% of secondary teachers, and 8% of administrators in San Diego County are Hispanic (Appendix, Figs. 10-11). Contrast these percentages with the fact that between 20 and 25 percent of the students are Hispanic and that the numbers are growing. More Hispanic professional educators are needed in schools with high percentages of Hispanic students.

Recommendations:

- Establish high standards for outcome targets and a system for monitoring the status and performance of Hispanic students on quality indicators in each school; especially focus on targets to reduce the school leaver rate of Hispanics.

- Monitor the effectiveness of English language skills program for LEP/NEP and former LEP/NEP students.

- Provide for a reward system for schools which have attained predetermined performance targets and have met the criteria for effective schooling.

- Adopt a policy requiring each school to have clearly defined academic goals central to school improvement each school year, publicizing them so that parents, students (where appropriate), and community members are knowledgeable about the goals.

- o Adopt a policy requiring a core curriculum with common content for all students and requiring that tracking and achievement/ability grouping be eliminated.

- o Adopt a policy statement expecting all school personnel to have high expectations for all students to succeed academically.

- o Adopt a policy statement expecting that current and newly employed certificated staff will be able to demonstrate an understanding of and willingness to provide for the needs of Hispanic and other minority group students.

- o Adopt and monitor an aggressive Affirmative Action Plan which will give priority to increasing the number of Hispanic teachers, counselors, and administrators representative of the ratio of Hispanics to other groups enrolled in schools of the district.

RECOMMENDATIONS FOR INTERMEDIATE SERVICE UNITS AND ADMINISTRATOR PREPARATION PROGRAMS

The recommendations for schools and school districts offered above for the most part are rather commonplace notions stemming from current research and resultant recommendations. Nevertheless, while schools never will be perfect, there are serious systemic deficits in many schools toward which these recommendations are directed. Their implementation could improve the education and life chances for literally thousands of Hispanic students, as well as for other minority groups and disadvantaged children.

There is one additional area which was alluded to under other sections but not discussed per se. That is the area of preschool education. There is overwhelming evidence that quality preschool programs give children a better chance of being academically successful in their school careers. Additionally, there is evidence that preschool for the economically disadvantaged is cost effective in saving taxpayers costs for welfare, social services, and the courts. California once funded a Head Start program in addition to the federal funding that was avialable. Hispanic youngsters could benefit tremendously if the states would provide such funds for quality preschool programs for economically disadvantaged.

If these recommendations are accepted, a staff group of the intermediate service unit representing all instruction related units should be formed and given the task of developing an implementation plan and monitoring system. This report should also be made available to school boards and superintendents within areas served by intermediate service units who might wish to initiate actions in their districts in response to the recommendations.

Effective education for Hispanics will require effective leadership of administrators at all levels. Can the leadership challenge of achieving equity and quality simultaneously be met?

Recommendations for Intermediate Service Units:

- Establish a task force to prepare an implementation plan, strategy, and monitoring system for the recommendations for schools and districts found in this report.
- Sponsor legislation to establish state-funded preschool programs for children from economically disadvantaged families.
- Community Education and ITV units should develop an instructional tape cassette and other materials on school/community problem-solving.
- Provide Teaching Expectations for Student Achievement (TESA) staff development programs for all instructional services personnel.
- Adopt an aggressive Affirmative Action Plan for the agency to increase the number of Hispanic professionals where they are under-represented.
- Officials of Intermediate Service Units must determine the priority these recommendations are to receive in the daily operation of the several units.

Recommendations for Administrator Preparation Programs:

- o Incorporate the school and district recommendations into instructional leadership training courses and seminars.
- o Seminars by outside speakers should utilize Hispanic professionals.
- o Include TESA training in instructional leadership courses.

APPENDIX

RELEVANT DEMOGRAPHICS

CALIFORNIA ASSESSMENT PROGRAM

READING 1977-78

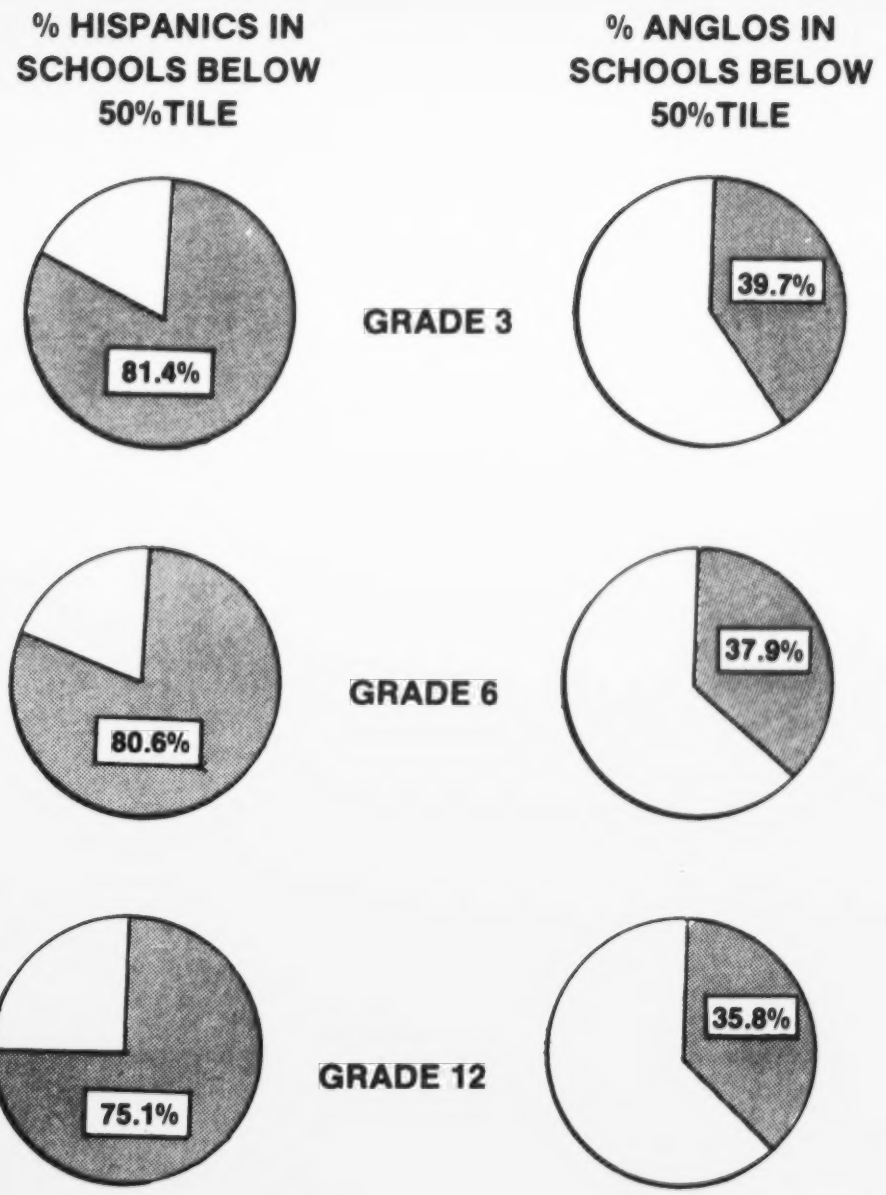
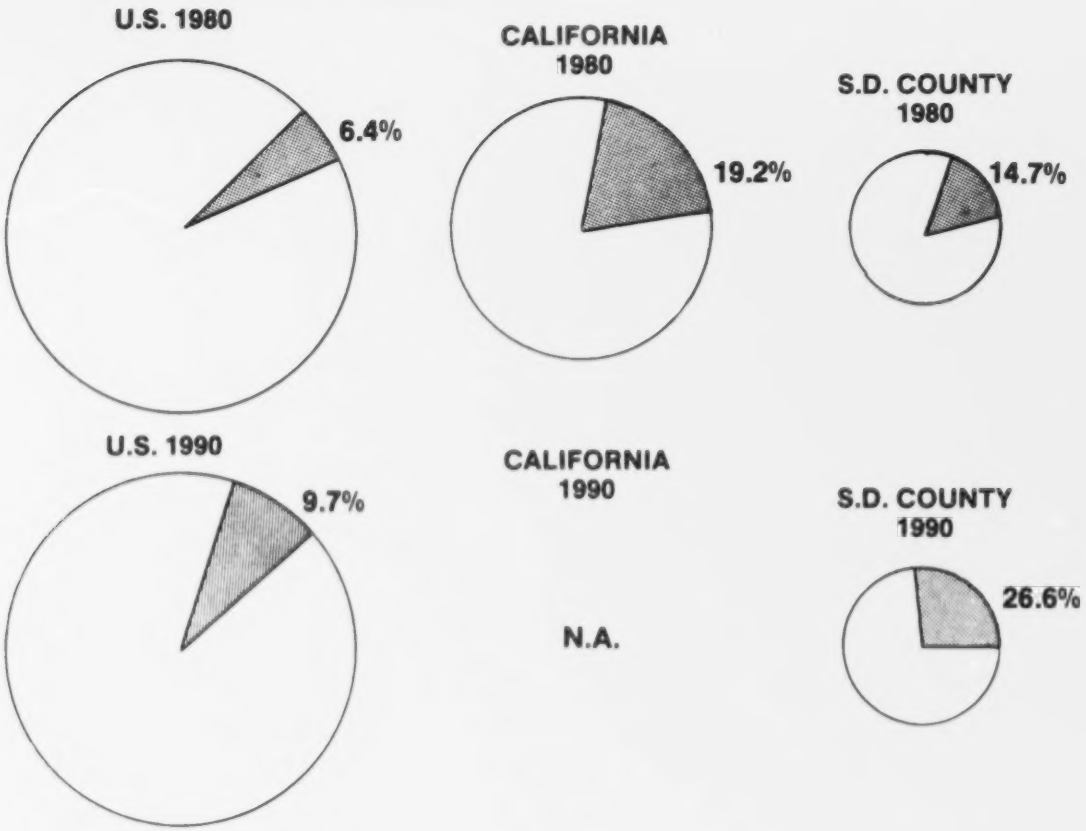


FIGURE 1

TOTAL POPULATION vs. HISPANIC



U.S. — 1980	Total Population	226,504,825
	Hispanic	14,605,883 (6.4%)
California — 1980	Total Population	23,666,562
	Hispanic	4,543,770 (19.2%)
San Diego County — 1980	Total Population	1,861,846
	Hispanic	275,176 (14.7%)
U.S. — 1990	Total Population	252,561,000[1]
	Hispanic	24,503,000[2] (9.7%)
California — 1990	No Data Available	
San Diego County — 1990	Total Population	2,335,046[3]
	Hispanic	623,000[4] (26.6%)

Footnotes:

[1] Projection based on 1.1% of total population growth per year.

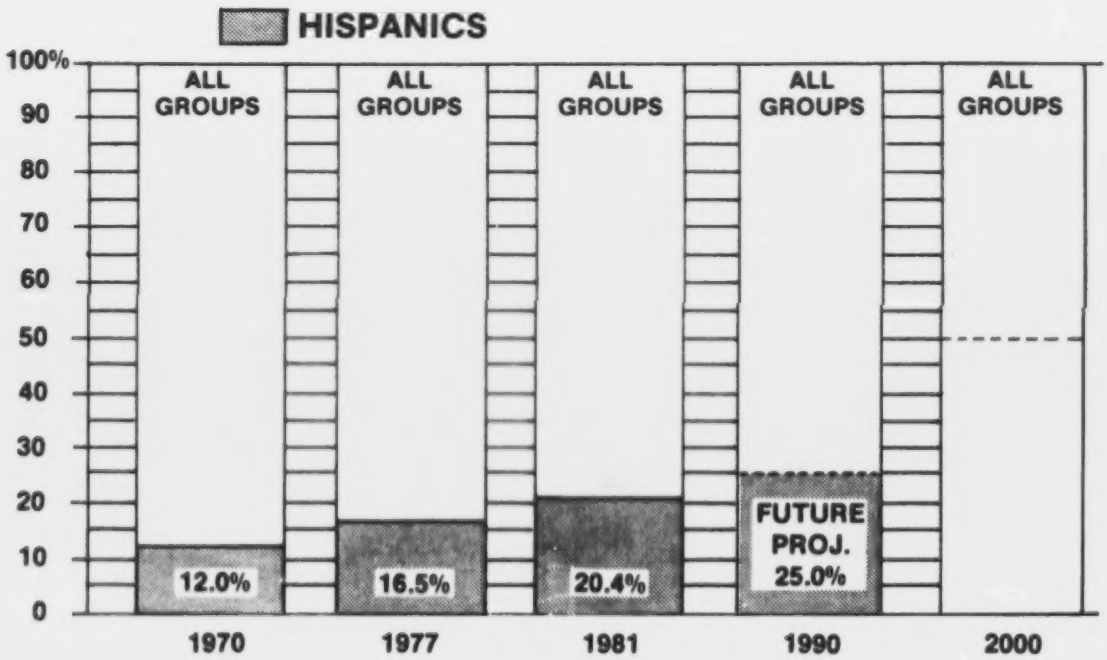
[2] Projection based on 6.1% Hispanic population growth per year, which is same as for 1970-80.

[3] SCAN projection (p. 12).

[4] Same projection basis as for U.S. Hispanic (SCAN p. 13).

FIGURE 2

SAN DIEGO COUNTY ENROLLMENTS



San Diego County school districts which have had at least a 50% increase in percent of Hispanics enrolled since 1970 (CBEDS Data):

Elementary Districts	**1970**	**1977**	**1981**
Chula Vista City	18.4	30.0	39.3
Escondido Union	13.4	14.8	20.1
Fallbrook Union	12.9	16.5	20.6
La Mesa-Spring Valley	5.9	9.7	12.3
Lemon Grove	9.7	13.3	16.6
National	38.4	49.8	59.4
South Bay Union	14.9	28.1	41.0
Vallecitos	5.9	20.6	38.4
High School Districts			
Fallbrook Union	9.4	13.4	17.6
Julian	1.1	3.1	4.7
Sweetwater	24.2	33.9	42.5
Unified School Districts			
Oceanside	14.0	19.8	25.6
Poway	2.0	3.8	4.4
San Diego	10.5	14.6	18.6
Vista	14.3	18.6	21.4

FIGURE 3

CIVILIAN LABOR FORCE
16 YRS. & OVER

U.S. 1980

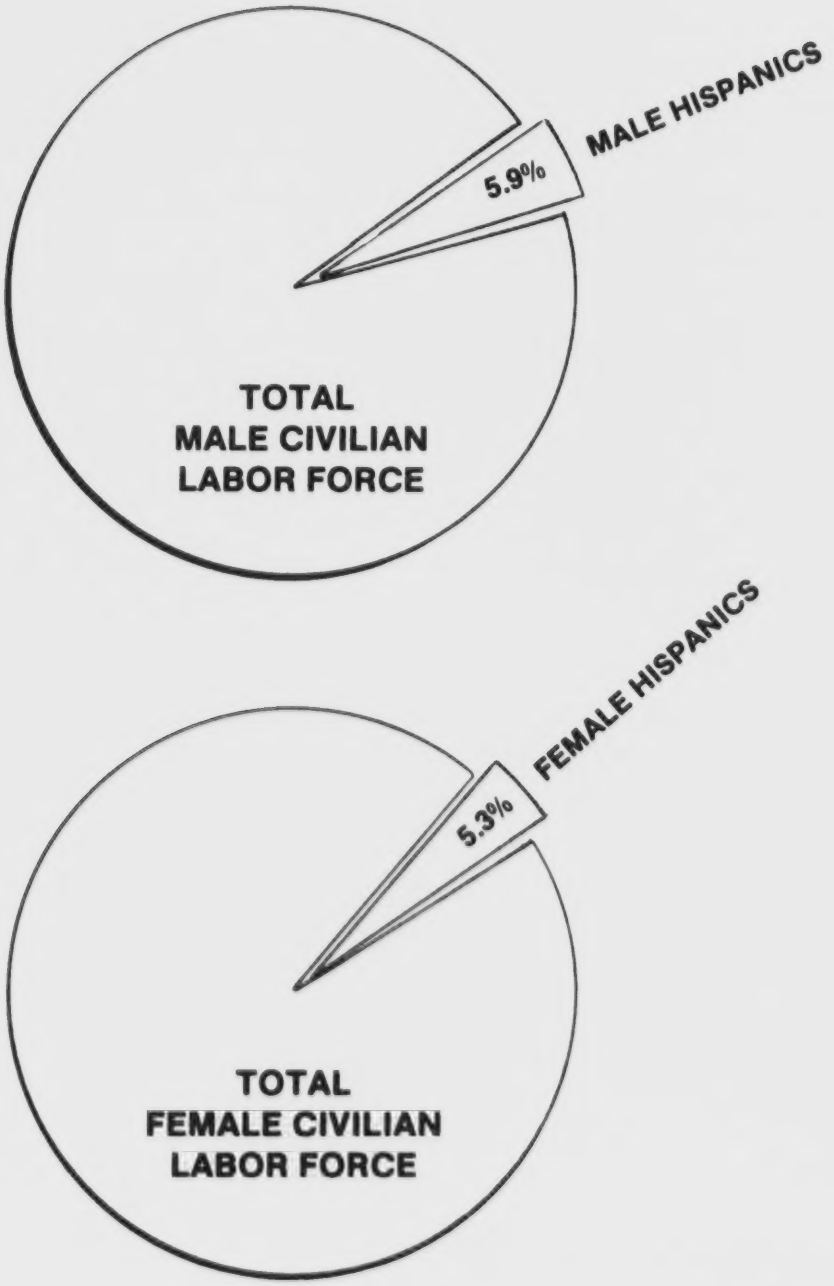
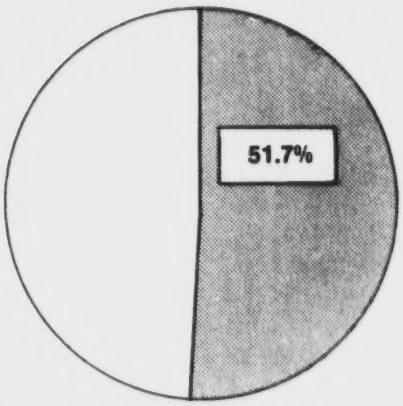


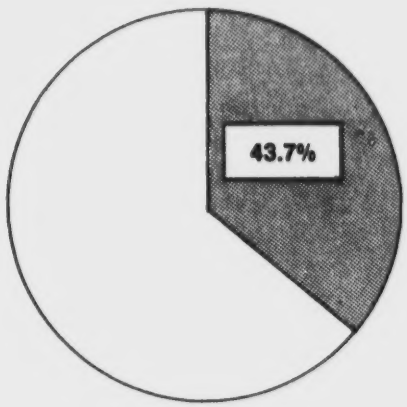
FIGURE 4

CIVILIAN LABOR FORCE
YEARS OF SCHOOL

U.S. 1980



% HISPANIC MALE LESS THAN 12 YEARS OF SCHOOL



% HISPANIC FEMALE LESS THAN 12 YEARS OF SCHOOL

Civilian Labor Force

Population Group	**Male**	**%**	**Female**	**%**
16 yrs. old and over	59,926,488	100	44,523,329	100
Hispanic	3,593,058	5.9	2,399,665	5.3
Years in School				
Less than 12 years	16,222,652	27.0	10,159,951	22.8
Hispanic	1,859,659	51.7	1,048,310	43.7
12 years of school	21,080,014	35.1	18,733,366	42.0
Hispanic	928,994	25.6	792,799	33.0
13-15 years of school	10,585,576	17.6	8,853,090	19.8
Hispanic	513,530	14.3	383,642	16.0
16 years of school	5,961,883	9.9	3,928,845	8.8
Hispanic	133,433	3.7	93,737	3.9
17 or more years of school	5,803,363	9.6	2,848,077	6.3
Hispanic	157,442	4.4	81,177	3.4

Please note: Percentages for breakout of Hispanic group are of the total Hispanic labor force. Percentages for category are of the population of M/F in the civilian labor force.

FIGURE 5

SCHOOL LEAVER RATES
SAN DIEGO UNIFIED SCHOOL DISTRICT

School Leaver Rates (SLR) San Diego City Schools	79-80 No.	82-83 No.	79-80 %	82-83 %
Districtwide overall rate	2,119	1,602	5.6	4.5
Hispanics	487	411	22.98	25.7
Anglo	1,082	743	51.06	45.8
Percent Hispanic enrollment in district SLR			9.2	7.4

1979-80 Only (82-83 N.A.)		
H.S. with largest percent Hispanic	(55.5%)	16.8
H.S. with smallest percent Hispanic	(6.1%)	2.9*
H.S. (9-12) with lowest SLR (10% Hispanics enrolled)		2.2**

Of the 79-80 school leavers, the three most frequent categories were: (1) whereabouts unknown, 32.4%; (2) voluntary withdrawal, 20.1%; and exempt-truancy, 19.1%.

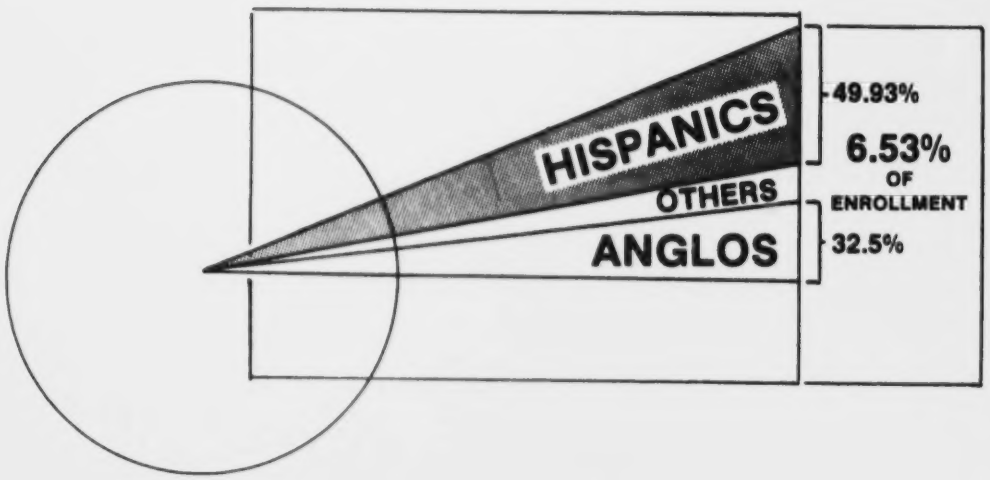
Of the 82-83 school leavers, the three most frequent categories were: (1) whereabouts unknown, 46.6%; (2) withdrawal, 24.0%; and (3) employment, 17.3%.

*This school also has the largest enrollment.
**This school is the third largest high school in the system.

(Survey by San Diego Unified School District)

FIGURE 6

STUDENT "DROPOUTS"
SWEETWATER UNION HIGH SCHOOL DISTRICT 1983-84



Sweetwater Union High School District

During the 1983-84 school year, 1,526 students were classified as "dropouts" in the Sweetwater Union High School District. This represents 6.53% of the total district enrollment. Hispanics constitute 49.93% (762 students) of the dropouts, while Anglos constituted 32.5%, or 496 students. The modal dropout age was 16, and females accounted for 53.28% of the total group of dropouts.

The three "reasons" most frequently listed in the survey were: (1) moved and no transcript requested; (2) no show (reason unknown); and (3) non-attendance, which, of course, are all unknown reasons. Other reasons used in the survey included voluntary withdrawal (over age 18), pregnancy, military service, marriage, employment, and other.

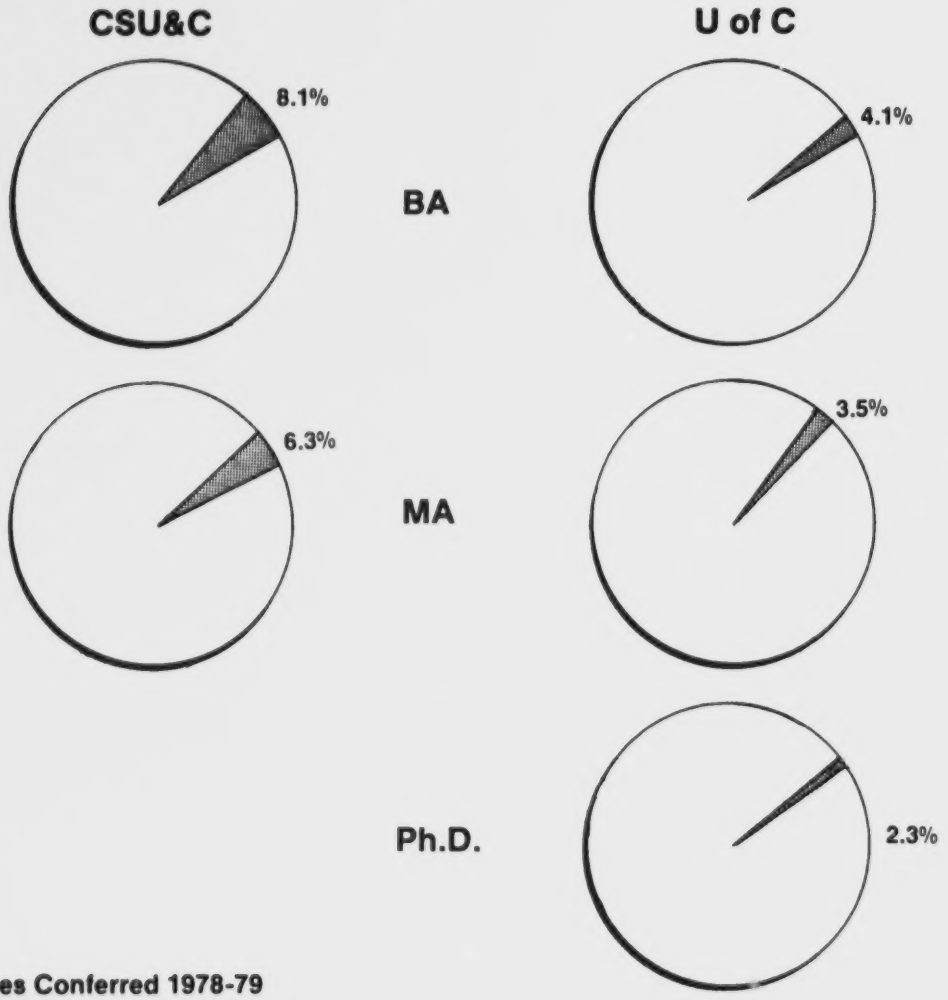
The high school with the largest percentage of Hispanics enrolled had the greatest number of dropouts.

(Survey by Sweetwater Union High School District)

FIGURE 7

DEGREES CONFERRED 1978-79

■ HISPANICS ☐ ANGLO



Degrees Conferred 1978-79
(California Public Institutions)

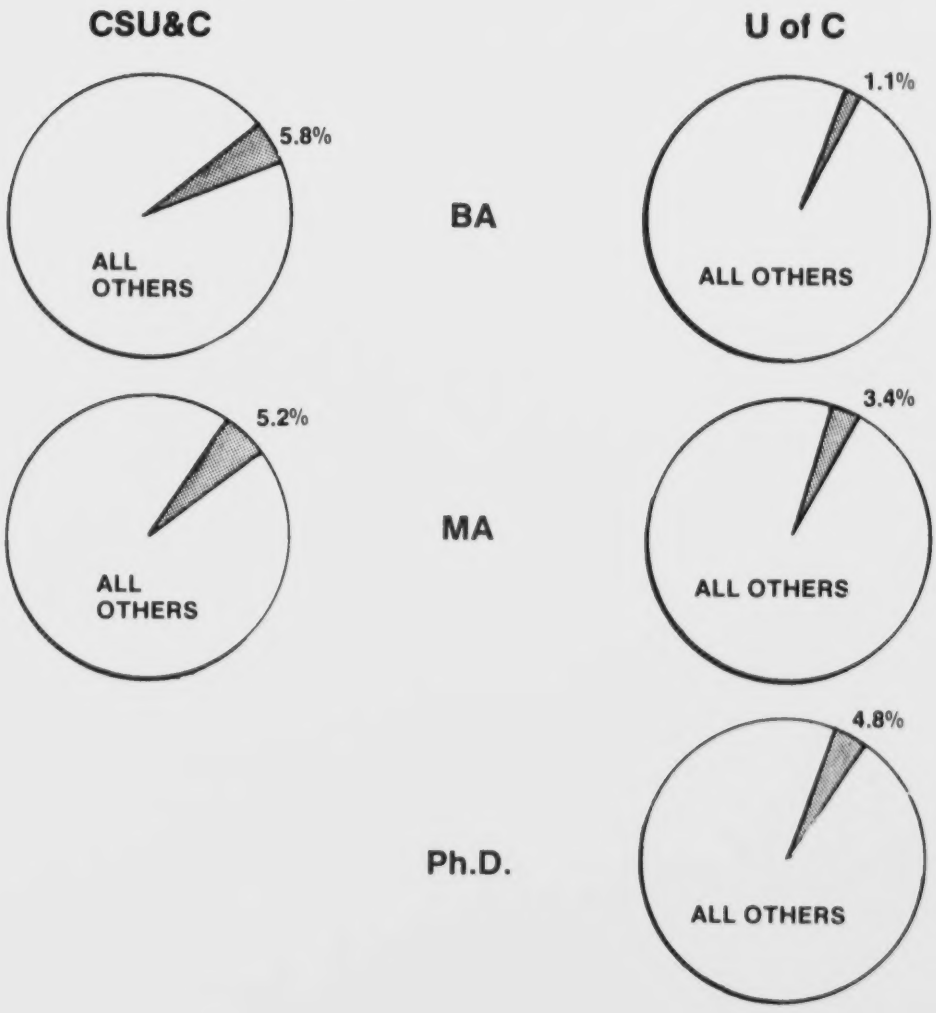
	Hispanic	Anglo
B.A.		
CSU&C	2,171 (8.1%)	26,740
U of C	592 (4.1%)	14,374
M.A.		
CSU&C	344 (6.3%)	5,430
U of C	118 (3.5%)	3,364
Ph.D.		
U of C	27 (2.3%)	1,150
Professional Degree		
U of C	115 (9.4%)	1.220

Please note: There was no comparative data available for the 1975-79 period by racial/ethnic group for degrees conferred.

FIGURE 8

DEGREES CONFERRED IN EDUCATION

HISPANICS ☐ ALL OTHERS

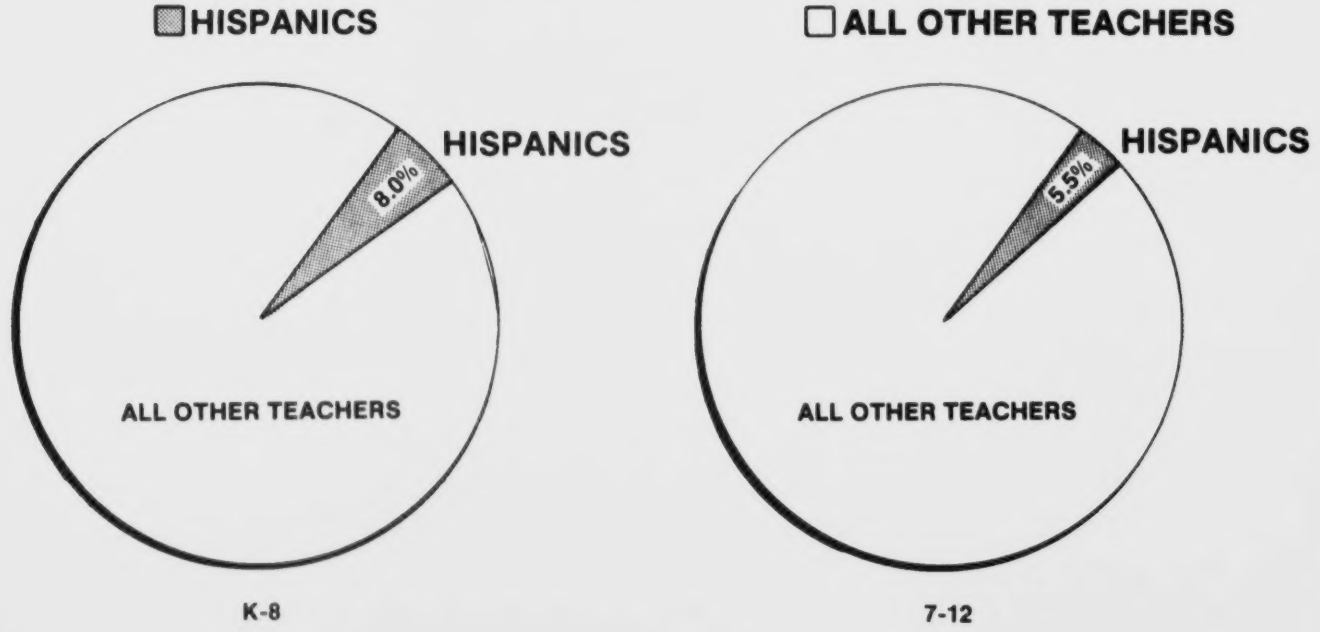


Degrees Conferred in Education 1978-79 (California Public Institutions)

	Hispanic	All Others
B.A.		
CSU&C	174 (5.8%)	2,975
U of C	2 (1.1%)	174
M.A.		
CSU&C	185 (5.2%)	3,554
U of C	7 (3.4%)	206
Ph.D.		
U of C	6 (4.8%)	124

FIGURE 9

PRESENCE OF HISPANIC PROFESSIONALS
IN SAN DIEGO COUNTY SCHOOL DISTRICTS 1983-84



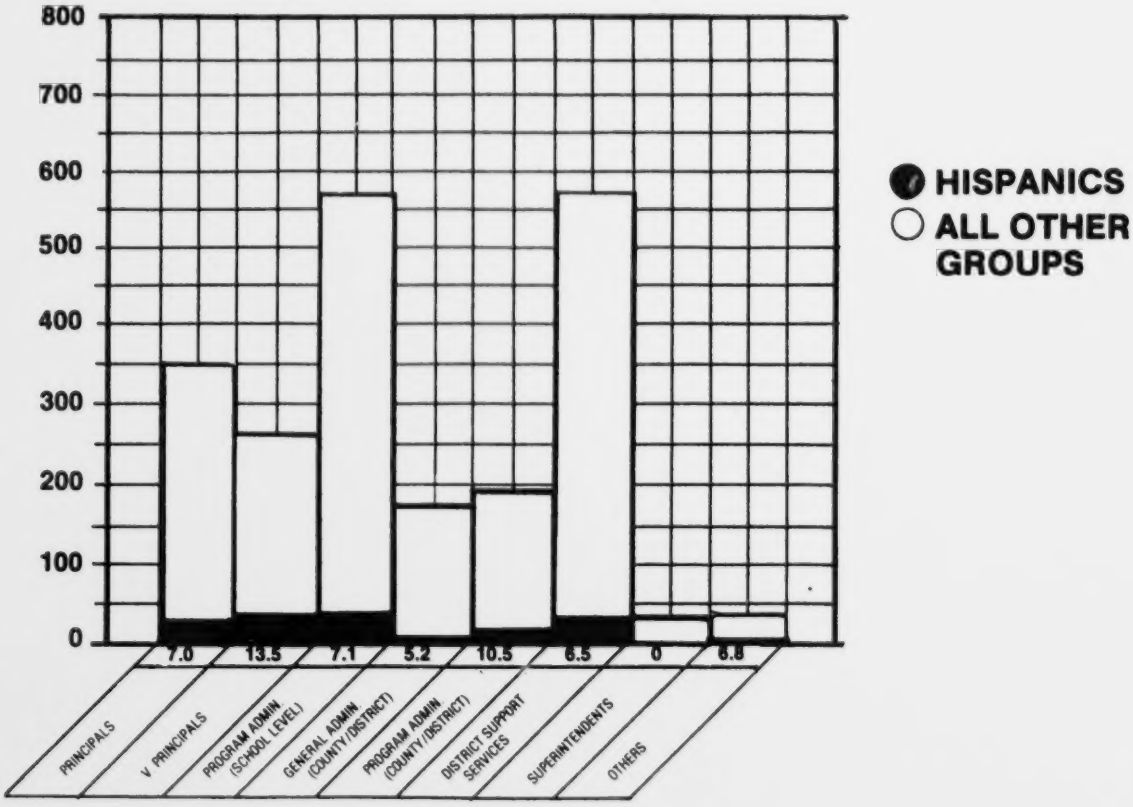
Presence of Hispanic Professionals in San Diego County School Districts (1983-84 CBEDS Data Base)

	Hispanic	%	All Groups
Teachers			
K-8 (Self-contained)	444	8.0	5,539
7-12 (Subject areas)	448	5.5	8,187
All Teachers	892	6.5	13,726

FIGURE 10

PRESENCE OF HISPANIC PROFESSIONALS IN SAN DIEGO COUNTY SCHOOL DISTRICTS

ADMINISTRATORS **1983-84**



	HISPANIC	%	ALL GROUPS
Principals	25	7.0	353
Vice Principals	36	13.5	267
Program Administration (School level)	41	7.1	577
General Admin. (County/district level)	9	5.2	173
Program Admin. (County/district level)	20	10.5	190
District Support Services	36	6.3	575
Superintendents	0	0	43
Others	3	6.8	44
All Nonteaching	171	7.6	2,242

FIGURE 11